

Message Text

PAGE 01 STATE 083647
ORIGIN NEA-10

INFO OCT-01 IO-13 H-01 ISO-00 /025 R

DRAFTED BY NEA:AGLASPIE:LHW
APPROVED BY NEA:NAVELIOTES
IO:RBARRY

-----077072 011751Z /66

R 312319Z MAR 78
FM SECSTATE WASHDC
TO AMEMBASSY AMMAN
AMEMBASSY BEIRUT
AMCONSUL JERUSALEM
AMEMBASSY CAIRO
AMEMBASSY DAMASCUS
AMEMBASSY JIDDA
AMEMBASSY TEL AVIV
AMEMBASSY MOSCOW
USMISSION USUN NEW YORK

LIMITED OFFICIAL USE STATE 083647

E.O. 11652: N/A

TAGS: PEPR, US, LE

SUBJECT: UNIFIL: LETTER TO SPARKMAN

1. FOLLOWING LETTER TO SENATOR SPARKMAN WAS DISPATCHED
MARCH 31. BEGIN TEXT.

DEAR MR. CHAIRMAN:

IN THE ABSENCE OF THE SECRETARY, I AM REPLYING TO YOUR
LETTER OF MARCH 22 TO HIM CONCERNING UNITED NATIONS SECURITY
COUNCIL RESOLUTION 425 AND THE TERMS OF REFERENCE OF THE
LIMITED OFFICIAL USE
LIMITED OFFICIAL USE

PAGE 02 STATE 083647

UNITED NATIONS INTERIM FORCE IN LEBANON (UNIFIL). BEFORE
ADDRESSING YOUR SPECIFIC QUESTIONS REGARDING THE OBJECTIVE
AND THE MANDATE OF UNIFIL, I WOULD LIKE TO DISCUSS OUR
AIMS IN PUTTING FORWARD RESOLUTION 425.

AS YOU KNOW, SOUTH LEBANON HAS LONG BEEN A PARTICULARLY
DANGEROUS AREA, POSING A THREAT BOTH TO THE STABILITY OF
THE LEBANESE STATE AND TO THE SECURITY OF ISRAEL. WE HAVE
ALWAYS BEEN CONCERNED THAT EVENTS THERE MIGHT SPARK ANOTHER
FULL-SCALE ARAB-ISRAELI WAR OR FRUSTRATE THE EFFORTS THAT

ARE BEING MADE TO REACH A PEACEFUL SETTLEMENT OF THE MIDDLE EAST CONFLICT. MOREOVER, THE FIGHTING IN THE SOUTH IN RECENT YEARS HAS CREATED A REFUGEE PROBLEM WHICH HAS

TAKEN ON MUCH GREATER DIMENSIONS FOLLOWING THE RECENT ISRAELI INCURSION. THE CONTINUING CYCLE OF VIOLENCE HAS RESULTED IN WIDESPREAD DEATH, DESTRUCTION AND SUFFERING BY INNOCENT PEOPLE. THE ONLY COMPLETE SOLUTION TO THIS PROBLEM LIES IN A COMPREHENSIVE SETTLEMENT OF ALL MIDDLE EAST PEACE ISSUES, A COURSE WHICH THE PRESIDENT AND SECRETARY VANCE ARE PURSUING VIGOROUSLY. IN THE MEANTIME, OVER THE PAST MONTHS AND PRIOR TO THIS MOST RECENT CRISIS WE WERE WORKING AT VARIOUS TIMES WITH THE PARTIES IN THE AREA TO ARRIVE AT AN AGREEMENT WHICH WOULD REESTABLISH LEBANESE AUTHORITY IN THE SOUTH. IT IS IN THE CONTEXT OF THAT PREVIOUS EFFORT THAT THE CURRENT ACTION OF THE SECURITY COUNCIL MUST BE UNDERSTOOD.

OUR GOALS IN PROPOSING RESOLUTION 425 WERE:

--TO STOP THE FIGHTING IN SOUTHERN LEBANON,

--TO OBTAIN WITHDRAWAL OF ISRAELI FORCES,
LIMITED OFFICIAL USE
LIMITED OFFICIAL USE

PAGE 03 STATE 083647

--TO ENGAGE THE UNITED NATIONS IN ASSISTING THE GOVERNMENT OF LEBANON TO RESTORE ITS AUTHORITY IN THE SOUTH,

--TO PREVENT A RETURN TO THE STATUS QUO ANTE IN SOUTH LEBANON, WITH THE THREAT IT POSED TO ISRAEL OF ATTACKS BY ARMED PALESTINIANS AND OTHER HOSTILE ELEMENTS,

--TO INVOLVE THE INTERNATIONAL COMMUNITY IN A MAJOR EFFORT TO PRECLUDE THE REEMERGENCE OF THOSE CONDITIONS WHICH LED TO THE CYCLE OF VIOLENCE IN SOUTHERN LEBANON AND IN ISRAEL,

--FINALLY, TO BEGIN THE PROCESS OF RESTORING SECURITY AND PEACEFUL CONDITIONS IN THIS AREA TO ENCOURAGE AND FACILITATE THE RETURN OF THE SEVERAL HUNDRED THOUSAND PEOPLE WHO HAVE FLED THEIR HOMES AND WHO WERE VICTIMS, ALONG WITH ISRAELI CIVILIANS, OF THE STATUS QUO ANTE.

IN SUPPORT OF THESE GOALS WE PROPOSED THE CREATION OF A UNITED NATIONS FORCE FOR SOUTHERN LEBANON. WE RECOGNIZED THAT SUCH A FORCE COULD NOT OF ITSELF PROVIDE EFFECTIVE REMEDIES TO THE PROBLEMS WHICH LED TO THE VIOLENCE. SUCH REMEDIES CAN ONLY COME THROUGH THE EXTENSION OF EFFECTIVE LEBANESE AUTHORITY IN THE AREA. IT IS IMPORTANT TO EMPHASIZE THAT THE EXTENSION OF LEBANESE AUTHORITY IS A POINT

ON WHICH ALL THE STATES CONCERNED -- ISRAEL, LEBANON,

TROOP CONTRIBUTORS AND THE SECURITY COUNCIL MEMBERSHIP
AS A WHOLE -- ARE FORMALLY AGREED. THE SECURITY COUNCIL
RESOLUTION AND UN FORCE MANDATE THEREFORE UNDERLINE THIS
CENTRAL POINT. THE UN FORCE, OF COURSE, CANNOT IMPOSE
THIS OUTCOME, BUT IT CAN FACILITATE IT IN A WAY NOT OPEN
TO ANY PARTY TO THE DISPUTE. WE WILL BE WORKING WITH
THE GOVERNMENTS CONCERNED AND WITH THE UN TO PROMOTE
THE REESTABLISHMENT OF STABILITY AND LEBANESE AUTHORITY;
SUCCESS IN THIS DIFFICULT AND COMPLICATED UN ENDEAVOR
LIMITED OFFICIAL USE
LIMITED OFFICIAL USE

PAGE 04 STATE 083647

CAN ONLY BE ACHIEVED WITH THE COOPERATION OF ALL CON-
CERNED. WE ARE MAKING, THEREFORE, EVERY POSSIBLE DIPLO-
MATIC EFFORT TO ENCOURAGE THE REQUIRED COOPERATION. I
SHOULD ALSO NOTE THAT THE UN FORCE IS CONTEMPLATED AS
TEMPORARY IN NATURE AND DESCRIBED AS INTERIM IN THE RESO-
LUTION. THE INITIAL PERIOD OF DEPLOYMENT IS FOR SIX
MONTHS WHICH COULD BE RENEWED. THIS TIME-LIMITED CONCEPT
IS IN KEEPING WITH UNIFIL'S PRIMARY GOAL OF HELPING THE
LEBANESE GOVERNMENT REESTABLISH ITS OWN EFFECTIVE CONTROL
AND AUTHORITY IN THE SOUTH.

WE BELIEVE THAT UNIFIL'S OBJECTIVES SHOULD BE AS BROAD
AS POSSIBLE WITHIN THE REALM OF WHAT IT CAN PRACTICALLY
ACHIEVE. THE MANDATE WAS CAREFULLY DRAFTED IN ORDER TO
GRANT THE SECRETARY GENERAL THE AUTHORITY HE REQUIRES
WHILE AT THE SAME TIME OBTAINING THE NECESSARY DEGREE OF
SUPPORT FOR PASSAGE BY THE SECURITY COUNCIL.

IN VIEW OF THE DELICACY OF THE SITUATION IN SOUTH LEBANON
AND THE COMPLEXITY OF THE TASK THERE, SECRETARY GENERAL
WALDHEIM'S MANDATE TO THE UN FORCE IS NOT DETAILED AND
EXPLICIT ON ALL POINTS. THE MAIN LINES OF UNIFIL'S MAN-
DATE ARE NONETHELESS CLEAR.

IT IS CLEARLY THE INTENTION OF BOTH RESOLUTION 425 AND
SECRETARY GENERAL WALDHEIM'S MARCH 19 REPORT THAT THE
AREA OF UNIFIL'S RESPONSIBILITY SHOULD NO LONGER BE A
BATTLEFIELD OR USED AS A LAUNCHING PAD FOR ATTACKS ON
ISRAEL. PARAGRAPH 2(B) OF THE MARCH 19 REPORT CALLS UPON
THE FORCE TO "ASSIST THE GOVERNMENT OF LEBANON IN EN-
SURING THE RETURN OF ITS EFFECTIVE AUTHORITY IN THE AREA."
PARAGRAPH 2(D) STATES THAT THE FORCE "WILL USE ITS BEST
EFFORTS TO PREVENT THE RECURRENCE OF FIGHTING AND TO EN-
LIMITED OFFICIAL USE
LIMITED OFFICIAL USE

PAGE 05 STATE 083647

SURE THAT ITS AREA OF OPERATION IS NOT UTILIZED FOR
HOSTILE ACTIVITIES OF ANY KIND." PARAGRAPH 6 STATES THAT

THE FORCE "WILL SUPERVISE THE CESSATION OF HOSTILITIES,
ENSURE THE PEACEFUL CHARACTER OF THE AREA OF OPERATION,

CONTROL MOVEMENT AND TAKE ALL MEASURES DEEMED NECESSARY TO
ASSURE THE EFFECTIVE RESTORATION OF LEBANESE SOVEREIGNTY."
AS SOON AS THE REPORT WAS APPROVED BY THE SECURITY COUNCIL,
THE SECRETARY GENERAL MADE A STATEMENT ELABORATING ON IT
AND SPECIFYING THAT THE FORCE WOULD ENDEAVOR TO CONTROL
MOVEMENT "INTO AND OUT OF THE ZONE." WE REGARD THIS AS
AN IMPORTANT CLARIFICATION OF THE LANGUAGE OF THE REPORT
ITSELF AND AS RESPONSIVE TO YOUR QUERY WHETHER ONE OBJECTIVE
OF UNIFIL IS TO PREVENT THE REENTRY OF ARMED PALESTINIAN
FORCES INTO SOUTHERN LEBANON. AS YOU KNOW, SOME SUCH FORCES
ARE STILL IN SOUTHERN LEBANON, HOWEVER, BOTH IN AREAS SOUTH
OF THE LITANI RIVER, AND NORTH AND EAST OF THE LITANI, WHERE
ISRAELI MILITARY OPERATIONS DID NOT REACH. THIS IS WHY IT IS
IMPORTANT TO CONSIDER UNIFIL'S MANDATE IN ITS TOTALITY,
INCLUDING ENSURING THAT ITS AREA OF OPERATION IS NOT
UTILIZED FOR HOSTILE ACTIVITIES OF ANY KIND, RATHER THAN TO
RELY ON ANY ONE ELEMENT OF THAT MANDATE IN ISOLATION.

INITIALLY, THE FORCE WILL EXPAND ITS AREA OF OPERATION BY
MOVING SOUTH FROM THE LITANI RIVER TO THE ISRAELI BORDER.
THERE IS, OF COURSE, NO DIRECT LINK OR CONDITIONALITY IN
RESOLUTION 425 BETWEEN ISRAELI WITHDRAWAL AND UNIFIL
DEPLOYMENT. NEVERTHELESS, WE WOULD EXPECT UN OFFICIALS
ON THE GROUND TO BE IN TOUCH WITH ISRAELI AUTHORITIES TO
DISCUSS PRACTICAL PROBLEMS OF UN DEPLOYMENT AND ISRAELI
WITHDRAWAL. WE BELIEVE THE DEFINITION OF THE "AREA OF
OPERATION" FOR THE FORCE IS SUFFICIENTLY BROAD TO PERMIT
IT TO MOVE INTO OTHER AREAS AS REQUESTED BY THE GOVERNMENT
OF LEBANON AS WELL, ONCE IT HAS BEEN DEPLOYED IN ADEQUATE
STRENGTH AND ITS INITIAL TASKS HAVE BEEN FULFILLED.
LIMITED OFFICIAL USE

PAGE 06 STATE 083647

FILLED.

AS CONCERNS YOUR QUESTION ABOUT UNIFIL'S MANDATE IN
REGARD TO PREVENTION OF THE ESTABLISHMENT OF ORGANIZATIONAL
AND POLITICAL STRUCTURES THAT MIGHT BE REARMED AND
EQUIPPED TO BECOME A FIGHTING FORCE, THE KEY TO THIS
ISSUE IS PRECISELY THE RESTORATION OF EFFECTIVE LEBANESE
AUTHORITY IN THE AREA OF THE CONFLICT. THIS IS THE HEART
OF THE CRISIS, AND ONE THAT WE WILL BEAR IN MIND IN OUR
CONTACTS WITH THE UNITED NATIONS AND THE PARTIES.

YOU ALSO ASKED ABOUT OUR PLANS FOR HUMANITARIAN ASSISTANCE.
IN RESPONSE TO THE PROBLEM OF THE 170,000 OR MORE PEOPLE
WHO FLED THE FIGHTING AND AT THE REQUEST OF THE LEBANESE
GOVERNMENT, WE BEGAN ON MARCH 23 AN AIRLIFT OF RELIEF

SUPPLIES FROM AGENCY FOR INTERNATIONAL DEVELOPMENT

STOCKPILES IN LEGHORN, ITALY. SUPPLIES WORTH \$1.2 MILLION, INCLUDING BLANKETS, TENTS, WATER JUGS, STOVES FOR MASS FEEDING, AND MEDICINES HAVE ARRIVED IN BEIRUT. THEY ARE BEING DISTRIBUTED TO THOSE IN NEED THROUGH THE HIGH RELIEF COMMITTEE OF THE LEBANESE GOVERNMENT. AS A WORKING HYPOTHESIS, WE ARE PREPARED TO MAKE UP TO DOLS 5 MILLION AVAILABLE FROM DISASTER RELIEF FUNDS TO MEET FURTHER REQUIREMENTS FOR RELIEF FOR THESE DISPLACED PEOPLE.

SOME OF THESE DISPLACED PEOPLE ARE ALREADY BEGINNING TO RETURN TO SOUTHERN LEBANON. AS SECURITY THERE IS RESTORED, WE EXPECT THAT EVENTUALLY THE GREAT MASS OF PEOPLE WHO HAD LEFT THE AREA, NOT ONLY AS A RESULT OF THE MOST RECENT FIGHTING, BUT ALSO IN THE MONTHS SINCE 1976, WILL RETURN. WE BELIEVE THERE SHOULD BE A MAJOR INTERNATIONAL EFFORT TO ASSIST IN THE REHABILITATION PROGRAMS THAT WILL LIMITED OFFICIAL USE
LIMITED OFFICIAL USE

PAGE 07 STATE 083647

BE SO ESSENTIAL, AND THAT THE UNITED STATES SHOULD PLAY ITS ROLE. WE ARE NOW CONSIDERING WAYS IN WHICH DAMAGED HOMES CAN BE REBUILT, ESSENTIAL SERVICES CAN BE RESTORED, THE QUALITY OF MEDICAL CARE CAN BE IMPROVED, AND CREDIT FACILITIES FOR FARMS CAN BE PROVIDED. WE WILL BE CONSULTING WITH CONGRESS AS OUR PLANNING PROCEEDS.

I WOULD BE HAPPY TO ARRANGE FOR APPROPRIATE OFFICERS OF THE DEPARTMENT TO DISCUSS THIS, OR ANY OTHER ISSUE PERTAINING TO THE SOUTHERN LEBANON PROBLEM, WITH THE COMMITTEE.

SINCERELY,

DOUGLAS J. BENNET, JR.
ASSISTANT SECRETARY FOR
CONGRESSIONAL RELATIONS
END TEXT.
COOPER

LIMITED OFFICIAL USE

<< END OF DOCUMENT >>

Message Attributes

Automatic Decaptioning: X
Capture Date: 26 sep 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: TEXT, INTERNATIONAL PEACEKEEPING FORCES, LEGISLATIVE MAIL
Control Number: n/a
Copy: SINGLE
Draft Date: 31 mar 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978STATE083647
Document Source: ADS
Document Unique ID: 00
Drafter: NEA:AGLASPIE:LHW
Enclosure: n/a
Executive Order: N/A
Errors: n/a
Expiration:
Film Number: D780142-0567
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t197803126/baaafchc.tel
Line Count: 262
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, TEXT ON MICROFILM
Message ID: 686f5ebb-c288-dd11-92da-001cc4696bcc
Office: ORIGIN NEA
Original Classification: LIMITED OFFICIAL USE
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators:
Previous Classification: LIMITED OFFICIAL USE
Previous Handling Restrictions: n/a
Reference: n/a
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 02 jun 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3167567
Secure: OPEN
Status: NATIVE
Subject: UNIFIL: LETTER TO SPARKMAN
TAGS: PEPR, US, LE, UNSC, UNIFIL, (SPARKMAN, JOHN J)
To: AMMAN BEIRUT MULTIPLE
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/686f5ebb-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014